

## Message Text

CONFIDENTIAL

PAGE 01 ANKARA 07522 01 OF 02 201354Z

42

ACTION EUR-10

INFO OCT-01 ISO-00 SS-14 SP-02 L-02 IO-03 SNM-02 INR-11

DRC-01 RSC-01 EB-03 /050 W  
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R 201010Z SEP 74

FM AMEMBASSY ANKARA  
TO SECSTATE WASHDC 6177  
INFO USMISSION GENEVA  
AMCONSUL ADANA UNN  
AMCONSUL ISTANBUL  
AMCONSUL IZMIR

C O N F I D E N T I W L L SECTION 1 OF 2 ANKARA 7522

STADIS/////  
LIMDIS  
EO 11652 GDS  
TAGS:SNAR, TU  
SUBJECT: EMBASSY VIEWS ON DEVELOPMENT OF TURKISH POPPY

1. THERE ARE SEVERAL ASPECTS OF THE TURKISH OPIUM POPPY PROBLEM ON WHICH APPROPRIATE ELEMENTS OF THE ANKARA COUNTRY TEAM ARE CURRENTLY FOCUSING. THERE FOLLOWS A LIST OF THESE, ALONG WITH OUR CURRENT THINKING RESPECTING THEM. DEPARTMENT COMMENTS WOULD BE WELCOME.

I. A. HOW WILL IT BE DETERMINED AT HARVEST TIME WHETHER THE FINANCIAL RETURN TO FARMERS FROM SELLING UNINCISED POPPY STRAW (AS DETERMINED BY THE MARKET PRICE) WILL IN FACT BE NO LESS ADVANTAGEOUS THAN IT WOULD HAVE BEEN FROM OPIUM PRODUCTION?

B. IF THE RETURN IS NOT (RPT NOT) LESS ADVANTAGEOUS, HOW CAN THIS BE CLEARLY DEMONSTRATED TO TURKISH FARMERS WHO ARE LIKELY TO HAVE EXAGGERATED VIEWS CONCERNING WHAT EVEN THEIR LICIT RETURN (IN A RISING MARKET) WOULD HAVE BEEN FROM SELLING GUM?

C. ON OTHER HAND, IF THE RETURN IS, IN FACT, INADEQUATE IN THE INITIAL PERIOD, WHAT ARRANGEMENTS FOR COMPENSATION CAN BE

CONFIDENTIAL

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PAGE 02 ANKARA 07522 01 OF 02 201354Z

MADE?

COMMENT: WE TEND TO AGREE WITH USDA ESTIMATES THAT POPPY STRAW PRODUCTION CAN BE JUST AS ADVANTAGEOUS TO THE TURKISH FARMERS AS OPIUM PRODUCTION. THE DEFINITIVE ANSWER, HOWEVER, WON'T BE KNOWN UNTIL WE ARE MUCH CLOSER TO HARVEST TIME. IN THE MEANTIME, WE WOULD SPECIFICALLY WELCOME DEPARTMENT'S THOUGHTS ON QUESTIONS I.A AND B.

IN THE EVENT THAT IT IS DETERMINED THAT A PRICE SHORTFALL REQUIRES THAT FARMERS MUST BE COMPENSATED, AND IF IN THIS CONNECTION THE GOT INDICATES NEED FOR ASSISTANCE FROM INTERNATIONAL SOURCES, WE FAVOR THE SUGGESTION IN STATE 202653. OUR REASONS ARE (A) IT CONTEMPLATES TERMINATION OF COMPENSATION NO LATER THAN ENTRY INTO OPERATION OF STRAW PROCESSING FACILITIES IN TURKEY, AND (B) WITH TURKEY FACING A POSSIBLE EARLY ELECTION, SUCH AN ARRANGEMENT SHOULD MAKE ADOPTION OF THE POPPY STRAW PROCESS LESS VULNERABLE TO POLITICAL ATTACK.

II. DURING ATTENDANCE OF FOREIGN MINISTER GUNES AT THE UNGA, WITH WHICH REPRESENTATIVES OF US, UN, AND PRIVATE INDUSTRY CAN HE MOST USEFULLY TALK?

COMMENT: WE SUGGEST THAT US MISSION GENEVA (BETTY GOUGH) BE CONSULTED AS SOON AS POSSIBLE REGARDING PERSONS AT UN WHO SHOULD TALK WITH GUNES. PERHAPS SIR HARRY GREENFIELD MIGHT SEND A MESSAGE TO GUNES MAKING SUGGESTIONS IN THIS REGARD.

DEPENDING ON TIMING, IT MIGHT ALSO BE USEFUL FOR AMBASSADOR VANCE TO ARRANGE TO TALK WITH GUNES (OR AT LEAST OMER AKBEL, HIS PERSONAL ASSISTANT) TO CONVEY SUGGESTIONS REGARDING OTHER US OFFICIAL AND INDUSTRY SOURCES THAT GUNES MIGHT WISH TO CONSULT. SUCH AN APPROACH SHOULD BE HANDLED MOST CAREFULLY, HOWEVER, AS GUNES IS PARTICULARLY SENSITIVE TO ANY APPEARANCE OF PRESSURE UPON HIM OR HIS GOVERNMENT ON THIS SUBJECT. WE UNDERSTAND THAT LOWER RANKING TURKISH OFFICIALS HAVE BEEN SEEKING THE NAMES OF FIRMS THAT COULD DO A FEASIBILITY STUDY ON THE ESTABLISHMENT OF STRAW PROCESSING FACILITIES IN TURKEY. IT IS CLEAR THAT THEY PREFER THAT THIS BE DONE BY NON-US FIRMS (WHICH APPEARS TO MAKE SENSE FROM A TURKISH DOMESTIC POLITICS VIEWPOINT). WE ALSO UNDERSTAND THAT UNDP IS PREPARED TO FINANCE A FEASIBILITY STUDY ON REQUEST, CONFIDENTIAL

CONFIDENTIAL

PAGE 03 ANKARA 07522 01 OF 02 201354Z

AND THAT GREENFIELD IS LOOKING INTO GROUPS TO UNDERTAKE IT.

III. POINTS AT WHICH ATTENTION MIGHT BE DIRECTED AS SOON AS POSSIBLE IN ORDER TO ENHANCE LIKELIHOOD OF EFFECTIVE CONTROL SYSTEM?

COMMENT: A. LIMITATION ON ACREAGE TO BE PLANTED WOULD FACILITATE SURVEILLANCE AND CONTROL ARRANGEMENTS UNDER ANY SYSTEM FOR POPPY PRODUCTION, I.E., WITH OR WITHOUT INCISION. HOWEVER,

THE TURKISH GOVERNMENT PROCEDURES FOR ISSUING LICENSE APPARENTLY HAVE BEEN ADVANCED AND ADVERTISED TO THE POINT THAT FURTHER EFFORTS TO OBTAIN A SEVERE RESTRICTION OF ACREAGE WOULD BE UNLIKELY TO BE SUCCESSFUL. IN ADDITION, THE GOT DECISION TO ADOPT A SYSTEM OF PRODUCTION OF UNINCISED POPPY STRAW ONLY HAS PROBABLY MADE THE AREA WHERE POPPIES ARE TO BE GROWN LESS CRITICALLY IMPORTANT.

B. PRODUCTION EASILY ACCESSIBLE TO ROADS: EFFORTS SHOULD BE CONTINUED TO PERMIT PRODUCTION ONLY ON PLOTS THAT ARE EASILY ACCESSIBLE TO THE ROADS IN ORDER TO FACILITATE THE TASK OF SURVEILLANCE.

C. AGGREGATED CULTIVATION AREAS: LIKEWISE, EFFORTS SHOULD BE CONTINUED TO PERMIT PRODUCTION ONLY ON PLOTS WHICH ARE CLOSELY AGGREGATED IN ORDER TO FACILITATE THE TASK OF SURVEILLANCE.

D. SOIL PRODUCTS OFFICE (TMO) LICENSING AND COLLECTION: IT IS OUR UNDERSTANDING THAT TMO WILL HAVE THE SOLE RESPONSIBILITY FOR LICENSING, COLLECTION AND EXPORT OF POPPY STRAW, AND WE CONSIDER THIS DESIRABLE APPROACH. WE BELIEVE IT IMPORTANT THAT FARMERS BE FULLY AWARE PRIOR TO OCTOBER PLANTING OF CHANGE TO

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PAGE 01 ANKARA 07522 02 OF 02 201415Z

42  
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CONFIDENTIAL SECTION 2 OF 2 ANKARA 7522

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STRAW PRODUCTION. WE WILL CONTINUE LOW-KEY WORKING LEVEL

APPROACH WITH TMO AND MINISTRY OF AGRICULTURE (MOA) TO LEARN PROGRESS IN CARRYING OUT THEIR RESPONSIBILITIES FOR LICENSING AND COLLECTION.

E. PREPARATION BY JANDARMA FOR CONTROL SYSTEM - THE LOCAL OFFICE OF THE DRUG ENFORCEMENT AGENCY SHOULD INTENSIFY ITS EFFORTS TO ENSURE THAT THE JANDARMA IS PREPARED TO HANDLE WITH MAXIMUM EFFECTIVENESS THE ENFORCEMENT OF CONTROLS OVER PLANTING AND PRODUCTION OF POPPIES.

IV. SHOULD THERE BE A FOLLOW UP SECOND UN MISSION?

COMMENT: THE RECENT UN MISSION TO TURKEY LED BY SIR HARRY GREENFIELD WAS VERY USEFUL AND WE AGREE THAT IT SHOULD BE FOLLOWED UP

HOWEVER, THE TIMING SHOULD BE LEFT IN ABEYANCE BECAUSE OF THE CURRENT PROBLEM OF FORMING A NEW GOVERNMENT IN TURKEY AND POSSIBLE EARLY ELECTIONS. ANY ACTION SHOULD BE AVOIDED WHICH COULD HAVE THE EFFECT OF MAKING THE GOVERNMENT PLANS FOR POPPY PRODUCTION INTO AN ELECTION ISSUE. MOREOVER, IT MIGHT BE DESIRABLE TO HOLD OFF ON A FURTHER UN MISSION UNTIL WE SEE MORE CLEARLY

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 ANKARA 07522 02 OF 02 201415Z

WHAT THE TURKISH GOVERNMENT PLANS TO DO, AND WHERE OUR MOST IMPORTANT PROBLEMS LIE. IN THE MEANTIME, IT MIGHT BE USEFUL FOR SIR HARRY TO FOLLOW UP BY INFORMAL CORRESPONDENCE ON SOME PARTICULAR POINTS RAISED DURING HIS VISIT. IN ANY EVENT, WE THINK IT WOULD BE USEFUL FOR USMISSION GENEVA TO SEEK SIR HARRY'S OWN VIEWS AS TO BEST MEANS OF FOLLOWING UP ON HIS FIRST VISIT.

V. WHAT STANCE SHOULD BE TAKEN BY WASHINGTON OFFICIALS REGARDING TURKISH STRAW PROCESS DECISION?

COMMENT: WE CONTINUE TO BELIEVE, AS REPORTED IN ANKARA 7337, THAT US OFFICIALS SHOULD INDICATE GENUINE SATISFACTION AT TURKISH DECISION, BUT TO DO THIS IN LOW KEY. PUBLIC STATEMENTS SUGGESTING THAT TURKEY HAS BOWED EITHER TO US OR UN PRESSURE SHOULD OF COURSE BE AVOIDED -- ESPECIALLY AT A TIME WHEN FULL IMPLICATIONS OF GOT DECISION ARE NOT RPT NOT FULLY GRASPED BY TURKISH FARMERS OR PUBLIC.

WE URGE, HOWEVER, THAT DEPARTMENT, IN ORDER TO AVOID MIS-UNDERSTANDING AND HARMFUL ADVERSE STATEMENTS OR ACTION BY US CONGRESS, SHOULD BEGIN WITH QUIET BRIEFING OF KEY CONGRESSMEN TO MAKE SURE THAT THEY UNDERSTAND SIGNIFICANCE OF TURKISH DECISION. IN THIS EXERCISE REFERENCE CAN BE MADE TO UN ANNOUNCEMENT ON THIS SUBJECT (GENEVA 5940).

VI. CONSEQUENCES OF CHANGE OF GOVERNMENT HERE (WHICH IS CERTAIN) AND EARLY ELECTIONS (WHICH ARE A DEFINITE POSSIBILITY)?

COMMENT: WE OF COURSE HAVE TO RECOGNIZE THAT A NEW GOVERNMENT COULD REVERSE THE DECISION TO PROCEED ONLY WITH POPPY STRAW PRODUCTION. SUCH A POSSIBILITY IS IN OUR OPINION NOT RPT NOT LIKELY, BUT WE CANNOT RULE IT OUT. IT CAN CERTAINLY HAPPEN IF POPPY PRODUCTION SHOULD BECOME A SIGNIFICANT ISSUE IN THE PROSPECTIVE ELECTORAL CAMPAIGN. AT THE MOMENT, HOWEVER, FOR REASONS CITED IMMEDIATELY BELOW, WE THINK THE CHANCES ARE GOOD THAT SUCH AN ADVERSE DEVELOPMENT WILL BE AVOIDED.

A. ECEVIT'S REPUBLICAN PEOPLE'S PARTY (RPP) WILL BE BOUND TO DEFEND THE DECISION FOR POPPY STRAW PRODUCTION WHICH WAS TAKEN UNDER ITS LEADERSHIP.

CONFIDENTIAL

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PAGE 03 ANKARA 07522 02 OF 02 201415Z

B. ERBAKAN'S NATIONAL SALVATION PARTY (NSP) (ECEVIT'S FORMER COALITION PARTNER) WILL PROBABLY, ALTHOUGH NOT CERTAINLY, ALSO DEFEND THE DECISION, OR AT LEAST AVOID ATTACKING IT, INASMUCH AS IT WAS A PARTICIPANT IN THE INITIAL DECISION.

C. WE CANNOT BE CERTAIN AS TO THE POSITION THAT MIGHT BE TAKEN BY THE JUSTICE PARTY (JP), WHICH WILL BE LOOKING FOR CAMPAIGN ISSUES. HOWEVER, JP LEADER DEMIREL TOLD ME EARLIER IN THE WEEK THAT WHILE THE RIGHT TO GROW POPPIES IS CLEARLY A POLITICAL ISSUE HERE, THE WAY IN WHICH THEY ARE TO BE HARVESTED SHOULD NOT BE. HE ALSO MADE IT CLEAR HE PERSONALLY FAVORS HARVESTING THROUGH THE DEVICE OF STRAW PROCESS.

D. ON THE BASIS OF WHAT REPUBLIC RELIANCE PARTY (RRP) LEADER FEYZIOGLU HAS TOLD ME IN THE PAST, WE ARE CONFIDENT THAT HIS SMALL PARTY WILL NOT CREATE DIFFICULTIES ON THIS ISSUE.

E. THE NUMBER THREE MAN IN THE DEMOCRATIC PARTY (DP) (AT THE MOMENT ECEVIT'S MOST LIKELY NEW COALITION PARTNER -- IF HE IS SUCCESSFUL IN FORMING A NEW COALITION) RECENTLY TOLD OUR POLITICAL COUNSELOR THAT THE DP SUPPORTS THE DECISION ON POPPY STRAW PRODUCTION.

F. FOR THE MOMENT THIS ALL COMBINES TO SUGGEST AN ENCOURAGING PICTURE. HOWEVER, ANYTHING CAN HAPPEN IN A CAMPAIGN, AND WE WILL HAVE TO FOLLOW DEVELOPMENTS MOST CLOSELY. AT PRESENT, HOWEVER, WE FEEL THERE IS NOTHING FURTHER WE CAN OR SHOULD DO ON THIS SCORE.

VII. BRACTEATUM.

COMMENT: THE EMBASSY WOULD LIKE TO HAVE MORE AUTHORITATIVE DATA REGARDING THE EVENTUAL PROSPECTS FOR THE DEVELOPMENT OF BRACTEATUM PRODUCTION AND ITS SUBSTITUTION FOR OTHER FORMS OF

POPPY PRODUCTION. AS THE DEPARTMENT IS AWARE, TWO REPRESENTATIVES OF THE TURKISH GOVT WILL BE ATTENDING THE SEMINAR IN BELTSVILLE WHERE THEY WILL HAVE AN OPPORTUNITY TO LEARN MORE ABOUT BRACTEATUM. A REPRESENTATIVE OF USAID ANKARA, SAMUELSON, WILL ALSO BE ATTENDING THIS SEMINAR. IN ORDER TO LAUNCH THE INTERESTED TURKISH AGENCIES INTO THEIR OWN EXPERIMENTAL STUDIES OF BRACTEATUM PRODUCTION, WE WOULD LIKE TO KNOW HOW SOON AND IN WHAT QUANTITIES

CONFIDENTIAL

CONFIDENTIAL

PAGE 04 ANKARA 07522 02 OF 02 201415Z

SEEDS FOR EXPERIMENTAL PRODUCTION CAN BE OBTAINED.

2. REQUEST DEPT PASS THIS MESSAGE TO OTHER  
USG AGENCIES AS DESIRED.  
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## Message Attributes

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**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
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**Decaption Note:** 25 YEAR REVIEW  
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**Disposition Approved on Date:**  
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**TAGS:** SNAR, TU  
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